

Message Text

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OES-06 OMB-01 /083 W
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R 230631Z FEB 77
FM AMEMBASSY ISLAMABAD
TO AMEMBASSY TEHRAN
INFO SECSTATE WASHDC 041
USUN GENEVA 945
AMEMBASSY ANKARA
DEA HQS WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 ISLAMABAD 1860

E.O. 11652: GDS
TAGS: SNAR, PK, IR
SUBJECT: IRANIAN DIPLOMATIC APPROACH TO PAKISTAN ON NARCOTICS

REFERENCE: (A) ISLAMABAD 1118; (B) TEHRAN 1129; (C) STATE
24857

SUMMARY: WE BELIEVE BEST BACKGROUND FOR EFFORT TO MOVE
GOI TO APPROACH GOP WOULD BE BRIEF OUTLINE OF EXISTING
ILLICIT TRAFFIC PATTERN, SOME POSITIVE ACTIONS TAKEN BY
GOP, THE ADDITIONAL GOP ACTIONS REQUIRED WHICH CAN ONLY
BE TAKEN AFTER GRATER SUPPORT AND RESOLVE IS DEMONSTRATED
FROM TOP LEVELS OF THE GOVERNMENT, AND THE STRONG INFLUENCE
WHICH IRAN PRESENTLY ENJOYS WITH THE GOP. END SUMMARY.

1. CHANGING TRAFFICKING PATTERNS IN RECENT YEARS RESULTED
IN IRAN BEING THE MAJOR RECIPIENT OF PAKISTANI ILLICIT
OPIATES WITH THE LATTER SUPPLYING ANYWHERE FROM ONE-
QUARTER TO ONE-HALF OF IRAN'S ILLICIT DEMAND. IRAN
ONCE SUPPLIED ITS OWN ILLICIT OPIUM NEEDS AND WHEN THAT
SUPPLY WAS ELIMINATED OR REDUCED, TURNED TO TURKEY FOR
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ITS MAIN SUPPLY.DURING THAT PERIOD MUCH OF PAKISTAN'S
PRODUCTION WENT TO INDIA. WHEN THE ELIMINATION OF PRO-
DUCTION IN TURKEY AND INCREASED BORDER CONTROL BETWEEN
PAKISTAN AND INDIA, IRAN BECAME VIRTUALLY THE ONLY INTER-
NATIONAL MARKET FOR ILLICIT PAKISTANI OPIUM. DURING THE
PAST YEAR, A SMALL PART OF THE PAKISTANI PRODUCTION HAS BEEN
CONVERTED TO MORPHINE FOR THE EUROPEAN MARKET BUT MOST

PAKISTANI OPIUM CONTINUES TO FLOW TO IRAN.

2. IT HAS PROVEN EXTREMELY DIFFICULT TO DETERMINE EXACT PAKISTANI PRODUCTION AND DOMESTIC CONSUMPTION BUT WE FEEL PRESENT ESTIMATES ARE REASONABLE. IT IS BELIEVED THAT TOTAL PRODUCTION IN PAKISTAN IS IN THE RANGE OF 200-250 TONS PER ANNUM, OF THIS AMOUNT, LESS THAN 10 TONS ENTER THE LICIT DOMESTIC CHANNELS. WE BELIEVE THAT ONE-HALF OF THE ILLICIT PRODUCTION IS CONSUMED DOMESTICALLY. SOME SMALL AMOUNT OF OPIUM IS PROCESSED FOR EUROPE. THIS LEAVES ABOUT 100 TONS ANNUALLY AVAILABLE TO THE IRANIAN MARKET WITH INSIGNIFICANT PORTIONS GOING PERIODICALLY TO OTHER COUNTRIES IN THE REGION VIA THE UAE.

3. THE PAKISTAN NARCOTICS CONTROL BOARD (PNCB) AND SOME CUSTOMS AND EXCISE/TAXATION UNITS HAVE MADE SIGNIFICANT PROGRESS SINCE THE GOP BEGAN IN 1973 TO CONSIDER OPIUM AS A CONTROL MATTER RATHER THAN A REVENUE MATTER. THIS PERIOD HAS SEEN THE BIRTH AND DEVELOPMENT OF PNCB. IT NOW HAS UNITS OF VARYING EFFECTIVENESS IN ALL PROVINCES AND MOST MAJOR CITIES. IT HAS CONDUCTED SURVEYS OF THE POPPY GROWING AREAS, OF THE LICENSED VEND SYSTEM AND OF THE USE OF OPIATES FOR TRADITIONAL MEDICINE. IT HAS COOPERATED WITH DEA AND OTHER NARCOTIC CONTROL AGENCIES TO IMMOBILIZE FIVE LABORATORIES AND TO BREAK-UP A NUMBER OF INTERNATIONAL TRAFFICKING NETWORKS. CUSTOMS AND EXCISE/TAXATION DEPARTMENTS ARE NOW GENERALLY AWARE OF A NARCOTICS CONTROL FUNCTION AND HAVE SOME UNITS WHICH HAVE BEEN VERY EFFECTIVE IN INTERCEPTING NARCOTICS TRAFFIC. PNCB HAS COORDINATED A RE-CONFIDENTIAL

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DUCTION IN AND BETTER POLICING OF THE LICENSED LICIT GROWTH OF POPPY.

4. THERE ARE A NUMBER OF ADDITIONAL ACTIONS REQUIRED WHICH WILL ONLY BE POSSIBLE WAFTER DEMONSTRATION OF GREATER SUPPORT FROM THE TOP LEVELS OF THE GOP. THE PNCB HAS DIFFICULTY RECRUITING SENIOR OFFICERS WITH POLICE OR RELATED TRAINING FOR SUPERVISORY POSITIONS. THIS RESULTS IN TRAINED BUT INEXPERIENCED YOUNG OFFICERS AND AN ABLE, EXPERIENCED CHAIRMAN, BUT LITTLE BETWEEN. MIDDLE SUPERVISORS WILL NOT OR CANNOT TAKE INITIATIVE AND VIRTUALLY EVERY OPERATION IS UNDER THE DIRECT SUPERVISION OF THE CHAIRMAN WHICH LIMITS OPERATIONS AND LEAVES YOUNG OFFICERS INACTIVE. GOOD, EXPERIENCED SENIOR OFFICERS HAVE TOLD THE CHAIRMAN THAT THEY WILL NOT TRANSFER TO PNCB UNTIL THEY BELIEVE THE ORGANIZATION HAS THE TOP-LEVEL SUPPORT AND PERMANENCE THEY DESIRE IN A CAREER SERVICE.

5. PAKISTAN BADLY NEEDS A COORDINATED NARCOTICS INTELLIGENCE-

GATHERING, ANALYSIS AND DISSEMINATION SYSTEM AND THE BEST ENFORCEMENT IS OF LITTLE USE WITHOUT THE COMPREHENSIVE NARCOTICS LEGISLATION. THE US AND UN CAN ASSIST WITH GUIDANCE AND TRAINING FOR A CENTRAL INTELLIGENCE SYSTEM BUT ONLY-TOP-LEVEL DIRECTION AND SUPPORT WILL ASSURE THE NECESSARY COORDINATION AND COOPERATION AMONG AGENCIES. THIS SHOULD BE A NATURAL INTEREST FOR IRAN AS IT COULD LEAD TO BETTER REGIONAL COORDINATION OF ENFORCEMENT EFFORTS. THE COMPREHENSIVE LEGISLATION HAS BEEN PROMISED FOR THREE YEARS AND IS NOW IN FINAL DRAFT AWAITING CABINET APPROVAL. THE DRAFT WOULD PROVIDE SOME MINIMUM SENTENCES AND INCLUDE CONSPIRACY AND ABETTING AS NARCOTICS CRIMES. AT PRESENT, JUDGES CAN AND OFTEN LET THE WORST OFFENDERS OFF WITH INSIGNIFICANT FINES.

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C O N F I D E N T I A L SECTION 2 OF 2 ISLAMABAD 1860

6. THE US AND UN ARE CURRENTLY ASSISTING THE GOP TO DEVELOP ITS NARCOTICS CONTROL AND REPLACEMENT CAPABILITIES. THE US ENTERED THE FIELD FIRST WITH A PACKAGE OF EQUIPMENT VALUED SLIGHTLY LESS THAN \$1 MILLION FOR THE NEW PNCB. THIS EQUIPMENT HAS BEEN IN COUNTRY FOR ABOUT TWO AND ONE-HALF YEARS AND WE ARE NOW CONDUCTING A JOINT EVALUATION WITH THE PNCB TO DETERMINE THE VALUE OF THE PROGRAM AND HOW IT MIGHT BE ADJUSTED FOR GREATER EFFECT. THE UN HAS A \$3.1 MILLION THREE-YEAR PROGRAM OF INCOME SUBSTITUTION WITH SMALL RESEARCH, REHABILITATION AND TREATMENT SEGMENTS. THIS IS A PILOT TYPE PROGRAM IN AN INACCESSIBLE REGION IN WHICH THE GOP HAS HAD LIMITED CONTROL AND INFLUENCE

IN THE PAST. THE USG HAS EXPRESSED WILLINGNESS TO CON-
SIDER A PILOT INCOME SUBSTITUTION PROJECT IN A DIFFERENT
TYPE OF AREA, GADOON. WE HAVE FUNDED A \$40,000 SOCIO-
ECONOMIC SURVEY OF THIS AREA BY A DIVISION OF THE UNIVERSITY
OF PESHAWAR TO DETERMINE WHAT MIGHT BE DONE. WE AND THE
GOP WILL BE INTERESTED IN EXPANDING TO OTHER POPPY GROWING
REGIONS, ANY SUCCESSFUL TECHNIQUES DEVELOPED IN THESE
PILOT PROGRAMS.

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